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# PRELIMINARY REPORT OF THE COMMITTEE ON PRACTICAL TRAINING FOR PUBLIC SERVICE

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## I. PRELIMINARY

At the Boston meeting of the American Political Science Association there was voted the following resolution:

That a committee of five be appointed (1) to examine and make a list of places where laboratory work for graduate students in political science can be done; (2) to recommend to the various college and university faculties that due graduate credit be given to such place; (3) to use its best endeavors to obtain scholarships for this laboratory work, and to secure an endowment for the building up of a trained body of public

servants; and (4) to make, if possible, a system of card records and efficiency standards for graduates doing practical work in political science.

A committee on conference was appointed by the American Economic Association.<sup>1</sup> These committees have worked together and the following report is a result of their joint efforts. The following is not so much a report as it is a program. In no case was an exhaustive investigation made. In some cases catalogue descriptions are quoted pending fuller personal subsequent investigation. But throughout there are indications of fruitful subjects of detailed inquiry. There is evident need throughout of some agency to bring the various phases of the whole movement into helpful interrelations, and guide it along its normal line of development.

### A. Practical Training or Laboratory Methods

The committee was tentatively named the Committee on Laboratory Methods in Political Science. But because "laboratory methods" as ordinarily understood did not convey the meaning of the resolutions creating it, even though the phrase "laboratory work" is used in the resolution, the name of the committee was changed to the Committee on Practical Training for Public Service. There is a fundamental distinction between laboratory methods and practical training. A laboratory is primarily a place (within the university) devoted to experimental study. In its narrow sense at least, it assumes the special creation of certain conditions to observe certain results. Practical training requires the student to be a participant rather than an observer. It requires that the work be done under the stress of a practical demand rather than of a merely intellectual interest. It requires that the student shall learn by doing in contact with the normal actual conditions. Practical training requires that the student shall leave the university to go to the place where the thing needs to be done.

<sup>1</sup> David Kinley, University of Illinois, Chairman, John R. Commons, University of Wisconsin, Henry Rogers Seager, Columbia University.

## B. Steps Taken by the Committee

In the investigation of the whole problem of practical training, the committees jointly have taken the steps noted below:

1. The joint committee has sought the advice of the presidents of most of the universities of the country and has submitted to them, for criticism and suggestion, the statement of the work prepared jointly by the committees.

2. It has requested detailed information regarding fellowships and practical training work in the various universities. It has examined university catalogues and read the annual reports of presidents of universities so far as these were available.

3. The committee has noted the following opportunities for public service:

- a.* Bureaus of municipal research. There are at least seven that are organized and have been in existence for several years.

- b.* Legislative reference libraries. According to the latest tabulation there are twenty-nine with various titles.

- c.* Governmental bureaus and departments of investigation and research like the Wisconsin state board of public affairs, the commissioners of accounts in New York and the Boston finance commission. The Milwaukee bureau of municipal research properly belongs to this class.

- d.* Special legislative investigating committees in states at least, e.g., the Committee on Economy and Efficiency of the Illinois legislature.

- e.* The innumerable and valuable private organizations like the National Short Ballot Organization.

- f.* Governmental departments.

4. It has devised an inspection and supervision service for these agencies.

5. It has set in motion a searching investigation and inspection of bureaus of municipal research through the coöperation of the professors of political economy and political science, listed on page 348.

6. It has carried on extensive correspondence with professors and publicists all over the country.

7. It has examined with some care the educational literature on professional training.

## C. Suggested Next Steps

The committee offers the following next steps in its program:

A. Submit the statement of facts regarding the bureaus of municipal research to the universities of the country, for their approval, and their acceptance of any, all, or none of these agencies as places where graduates may secure approved field training.

B. Survey by means of the inspection service other agencies for practical training, after completing the survey of bureaus of municipal research.

C. Urge upon universities the possibilities of the proposed system of supervised practical training, and the desirability of following the example of the University of Missouri in assigning at least one of their fellowships to the committee.

D. Keep on file complete information regarding men who have been practically trained under the committee, and of others who have done noteworthy pieces of work; e.g., managed a budget exhibit. This should include professors, and should be made available to any governmental agency or citizen organization.

E. Make a detailed study of the vocational demands of public service and of the other problems of practical training.

F. Seek funds (1) for the establishment of sabbatical fellowships for a year or half year at full salary for professors in political science or political economy; (2) for fellowships for able post-graduate students in the universities to supplement their theoretical training; and (3) to continue the present inspection service.

G. Have members of faculties in the various universities of the country agree to act as representatives of the committees in that university. This would help in the administration of the inspection service, the collection of facts, and keeping the committees informed as to progressive steps and new experiments in practical training.

#### **D. Practical Training and the New Democracy**

The social justification for practical training is found in our new attitude toward politics or government.

Probably the most significant phase of this movement within the political sphere of our life is the new interest and the new emphasis on administration. It is an axiom of the modern government that its object is the public welfare, the common good. No matter whether the political or the administrative means to that end be considered, its success is shown in the last analysis to depend on a trained public service. The possibility of making a public service a career is shown in the increasing sphere of the influence and power of the civil service commissions. The attitude of Mayor-elect Mitchel of New York in requesting applications for positions in the exempt class is a striking illustration of a new attitude on the part of elective officials. In the field of public education a career is pos-

sible. There is no reason why the whole of the public service should not have the possibility of a career for trained men. Where are the trained men?

## II. THE UNIVERSITIES AND PRACTICAL TRAINING

### A. Universities Recognize the Principle of Practical Training in Many Departments

There is abundant evidence on all sides that the universities have ceased to be intra-mural institutions. Perhaps of all our educational institutions the universities are more deeply affected, and affect more deeply the current of things than any other institutions. They have long since ceased to be local institutions, but are national in influence.

They are peculiarly responsive to constructive efforts for better training and more practical training of their student body. The reports of the Carnegie Foundation on medical education are among the most important educational documents in our history—and, fortunately among the most helpful. The last annual report (1912) of the Foundation contains abundant proof of the responsiveness of the universities to constructive criticism. The details are, unfortunately, not pertinent here.

The universities have long since recognized in most of the other departments the principle underlying practical training for public service. The scientific student has well equipped laboratories provided for him, and considerable laboratory work is required of all students of the natural sciences, even in elementary courses. The student of geology has his field excursions to make surveys. The student of agriculture has his demonstration farms and experiment stations. The student of astronomy has his observatory.

Professional education in the university has also long since recognized the need for practical training. The prospective doctor has his ambulance assignments and the opportunities offered by abundant clinical facilities. His experience as an interne is similar to the proposed experience for post graduate students in political science. The prospective teacher has various assignments to actual classrooms for considerable length of time. Engineering students have their summer camps and their assignment to business establishments.

Thus the college and university has long recognized, in several

departments of learning, the need for personal contact with the actual problems of the various fields of experience. *The proposition is now to carry the principle of direct contact over into the field of political science.* The movement is in fact under way, but it is unorganized.

In the field of social science it is not possible to reproduce in a school laboratory the actual conditions, or to create certain assumed conditions. The student can find the situation only outside the college walls. Frederick W. Taylor, in an address at the opening of the Engineering Building of the University of Pennsylvania, said regarding the student who has a strong foretaste of the struggle ahead of him before he goes to college:

Neither their earnestness of purpose, however, nor their immediate usefulness, comes from any technical knowledge which they have acquired while working outside of the university, but rather from having early brought home to them the nature of the great problem they must face after graduating. Nothing but contact with work and actual competition with men struggling for a living will teach them this. *It cannot be theorized over or lectured upon, or taught in the school-workshop or laboratory.*

Mr. Taylor suggests that all college students should be handed over by the university for a period of six months to some commercial, engineering, or manufacturing establishment; there to work as an employee at whatever job is given him, either manual or other work. He should have the same hours and be under the same discipline as all other employees, and should receive no favors. Moreover, he should be obliged to stay even a longer time than six months unless he has in the meantime given satisfaction to his employers.

The question is interesting, especially that it is raised by so significant a figure in our industrial life; but it is not pertinent to the immediate problems of the committee. It has great ultimate significance for the committee in its relation to post-graduate students. The committee gladly raises the question.

In its plans for its government house, New York University proposes a striking carrying over of the laboratory principles in the field of political science. Professor Jeremiah W. Jenks in an interview in the *Sunday Times* of October 26, 1913, says of the work (as yet unorganized):

I expect that a number of Ph.D. students will be collecting good material this college year from their experiences in the laboratory. In order to enter the laboratory, for the practical work, students must

have had a ground work of theoretical training in economics, politics and sociology. They will then be permitted to supplement theory with practice in a very valuable manner. The student working at Government House will report to me from week to week, just as they would do if they were carrying work in a chemical laboratory. . . .

Besides giving to the students a scientific basis for political and social work, the laboratory courses will give them a much more immediate, practical touch with that work than would otherwise be possible, and give them a great deal better understanding of the human side of it.

Departments of political science and economics and related departments in universities all over the country are recognizing the need for so-called laboratory methods in the fields of political science. Some students are being sent to the only political science laboratories there are, the state houses or capitols, the city halls, the municipal buildings, the municipal hospitals, shops, schools, and what not. The extent of the actual utilization of these places by universities all over the country is noted elsewhere. Elsewhere, too, in this report, is an indication of the increasing part taken by university teachers in government in city, in state and in nation.

The committee on practical training is therefore organized to establish no new thing, but to systematize and provide administrative machinery by means of which the universities of the country may give their graduate students practical training in political science.

## **B. University Bureaus of Research and Reference**

Another significant feature of this tendency in the universities to push out beyond the campus and become a factor in contemporaneous life is the establishment of bureaus of municipal research, municipal reference libraries and leagues of municipalities, either in the university or under university control or influence. The committee on practical training has not, as yet, been able to investigate these bureaus, but here notes such facts as are generally available in university catalogues and in current journals. The list does not pretend to completeness and the committee will be glad to have its attention called to similar agencies not in this list.

1. **University of Oregon**, bureau of research. The newly-formed State Municipal League of Oregon is to have its headquarters in Eugene, and the University of Oregon will act as a bureau of research for the benefit of all members of the organization. Prof. F. C. Young has been



authorized to appoint a commission of seven officials in Oregon to take steps for complete organization.

2. **University of Texas**, bureau of municipal research and reference. The University of Texas has established a bureau of municipal research and reference. It will be under the direction of Dr. Herman G. James, adjunct professor of political science in the University.

3. **University of Washington**, bureau of municipal and legislative research. The bureau of municipal and legislative research at the University of Washington is collecting information on subjects of municipal interest for the use of city officials throughout the State, and will supply such information on request free of charge.

The university bureau of municipal research is in the closest possible coöperation with the League of Washington Municipalities, the chief of the bureau being corresponding secretary of the League and associate editor of its official paper, *The Pacific Builder and Engineer*. By this arrangement the League of Washington Municipalities obtains without expense all the advantages of a permanent, non-partisan headquarters, in charge of trained workers, and with extensive collections of municipal information already existing on the shelves of the bureau and the various university libraries.

4. **University of California**, bureau of municipal reference. The university extension division of the University of California announces the organization of a bureau of municipal reference for the use of the citizens of the State, particularly the officials of the municipalities of California.

The aim of the bureau is to place at the disposal of the cities of the State every resource of the university which may be of aid in raising their standard of government and stimulating their civic progress. This bureau will secure correspondents in the principal American cities to further assist in the collection of franchises, ordinances, charters and other documents which would be of value to California municipalities.

The bureau of municipal reference, in addition to maintaining an extensive reference library, will also act as a channel of communication between the city officials of California and the experts in municipal administration, finance, public health, engineering and kindred subjects who are now serving on the University faculty. It will secure their counsel and advice on all questions that may be submitted to them by any city official. Advanced students may also be called upon to perform practical work on subjects requiring specialized research.

The coöperation of the League of California Municipalities, the California State Library and other interested organizations and institutions has been assured.

5. **University of Wisconsin**, municipal reference bureau. The university extension division of the University of Wisconsin maintains a municipal reference bureau which collects data and information on all subjects of municipal activity and municipal government for the purpose of rendering that material accessible to the cities and citizens of the State.

The municipal reference bureau is in charge of a specialist in municipal administration, and has the coöperation and assistance of the political science department of the University of Wisconsin, and the legislative reference department of the Wisconsin Free Library Commission. It is able, through the assistance of members of the university faculty and professors of the University Extension Division, to give to the municipalities of the State the advice and assistance of experts in practically every branch of municipal administration and the problems of cities. All aid and assistance is free, and the correspondence and coöperation of the municipalities of the State is heartily solicited.

6. **University of Cincinnati**, municipal reference bureau. The Council of the city of Cincinnati passed recently an ordinance giving the university quarters in the city hall and asking it to organize, appoint the staff, and direct the work of a municipal reference bureau. It will be the duty of this bureau to collect and compile information on all matters pertaining to municipal legislation, finance, sanitation, education, and public works, as may be required by Council or the various city departments in connection with their work. The university has accepted the task and appointed its professor of political science as director of the new bureau, which will be organized at once. It is hoped that through this bureau plan, another valuable line of coöperation between the University and the city will be developed and an institution established which will not only assist the city authorities in their investigations, but supply students and citizens generally with information about all municipal affairs.

7. **Harvard University**, bureau of research. In connection with the department of government there has been established a bureau of municipal research. It is under the direction of Prof. W. B. Munro. It has an especially well equipped library of the current pamphlet material relating to city government. According to the last published report of the university (1911-12) the bureau had 1316 books in its permanent collection, and 499 on deposit—a total of 1815.

8. **Harvard University**, graduate school of business administration, bureau of business research. Of all the agencies mentioned the most significant is, from the standpoint of practical training, the bureau of business research of the graduate school of business administration. It is described in detail later.

9. **University of Iowa**, bureau of municipal information and of public administration. Upon the recommendation of the head of the department of political science and under his supervision there have been organized within the extension division of the University two bureaus—the bureau of public administration and the bureau of municipal information. These bureaus will collect information, conduct researches, and supply data to public officials and private citizens. The investigations and researches will be supervised by the department of political science. Graduate students in the political and social sciences will be assigned to these bureaus for service. The service rendered by these

students will be checked up and credit will be allowed in accordance with the merits of the work done. Capable graduate students will be invited to offer their services to these bureaus.

### **C. Practical Work in Connection with Individual Courses<sup>2</sup>**

In the description of courses in politics and economics there is a very evident desire to give students contact with actual government and actual conditions. Sometimes in catalogues there is a formal statement of the opportunities which the location of the university offers, though in the description of courses no reference is made to these opportunities. For example, the catalogue of the University of California says:

Special facilities also exist at Berkeley for the study of economic problems at first hand. San Francisco is the banking center of the coast; and the banking system here is peculiar because of the actual circulation of gold coin, direct Oriental and European exchange and crop movements practically continuous throughout the year. San Francisco is also the terminus of three great railways. The distance of California from the Middle West has given great importance to questions of transportation, and rate questions are continuously subjects of dispute.

But there is hardly any reference to this in the brief description of the courses.

**1. Studying Local Conditions.** Preliminary to any practical work is the recognition that the things at hand are worth studying. As noted below, universities are increasingly studying local labor conditions and local municipal government. More specific recognition, however, in this particular is given to state problems. There are courses on "special study of the administration of California," Iowa problems, Nebraska problems, and so forth. Such courses are not necessarily conducted by laboratory methods, but there is increasing recognition that this is the way they should be conducted. Perhaps the most noteworthy recognition of the home State as a subject of study is found at the University of Iowa. The following courses are given:

<sup>2</sup> The committee on practical training discusses this question superficially. This subject will, in all probability, be taken up in due time by the committee on instruction in government, Charles G. Haines, chairman, Whitman College. Definite coöperation is to be arranged by the committees at the Washington meeting.

1. (2) Iowa history and government, 4 hours. An elementary study of the history, people, resources, and institutions of Iowa. Lectures, text-book, and library readings. For freshmen. Professor Shambaugh.

17. Introduction to the history of Iowa, 2 hours. An introduction to the study of the history of Iowa, dealing with the period of early explorations and settlement, and tracing the history of sovereign and subordinate jurisdictions. Dr. Clark.

18. Iowa history and politics, 2 hours. Iowa history, government, and politics from 1838 to 1860. Dr. Clark.

19. (20). Research work in Iowa history, 2 to 4 hours. Undergraduate research work in Iowa history. For students who have had 17 and 19. Professor Shambaugh.

27. (28). Advanced research, 2 to 10 hours. Researches in political science and Iowa history for students who are prepared to do advanced work along these lines. Professor Shambaugh.<sup>3</sup>

**2. Lectures by Practical Administrators.** This desire for contact with actual government and actual conditions takes various forms. Its simplest form is to have men who are holding public office and doing things for the public welfare tell of their experiences. The University of California gives a course:

114. Problems of the state. Associate Professor Reed. A series of fourteen lectures by men actually engaged in their solution. 1 hour, first half-year. Tu. 4.

In a course (44, 45) at the University of Chicago on trade unionism, students "are brought in frequent contact with the men, organizations and activities which are being studied." In its uni-

<sup>3</sup> Further evidences of this point of view are found in the *Applied History Researches of the State Historical Society of Iowa*.

In 1910 the State Historical Society of Iowa inaugurated the "Iowa Economic History Series," a series of publications containing the results of critical investigations on economic questions. Already five volumes have appeared in this series: *Labor Legislation in Iowa*, by E. H. Downey; *Taxation in Iowa*, (2 vols.) by John E. Brindley; *Work Accident Indemnity in Iowa*, by E. H. Downey; *Road Legislation in Iowa*, by John E. Brindley.

But of more importance in this connection is the "Iowa Applied History Series" of which one volume has already been published by the Society. The researches represented in this series have been referred to as legislative research. The subjects handled are practical problems in contemporary legislation and administration.

The researchers of the State Historical Society of Iowa are allowed credit for their work by the graduate college of the State University of Iowa and by graduate colleges of other universities.

versity "forum," New York University has developed this idea a little further. Though it deals with subjects not directly of political or economic interest, but of the widest social interest, we may refer to this development. It proposes having the two methods of dealing with a problem, and the opposing sides of an issue presented, and then having a summary by the director of the forum with running discussion by the audience. This is illustrated by the following announcement:

#### SYNDICALISM OR TRADE UNIONISM: RELATION TO WORKERS

"The working class and the employment class have nothing in common. Labor is entitled to all it produces. It is the historic mission of the working class to do away with capitalism." In these declarations the Industrial Workers of the World set forth the basis and object of that organization. The American Federation of Labor declares the objects and aims of the organized trade unions to be: "To render employment and means of subsistence less precarious by assuring to the workers an equitable share of the fruits of their labor." In addition to the methods employed by trade unions—strikes and arbitration—the Industrial Workers of the World employ sabotage and the general industrial strike. What shall be the attitude of thinkers and of workers toward these great organizations? Which offers the better means of promoting the welfare of wage earners—syndicalism or trade unionism? Mr. Arturo M. Giovannitti, editor of *Il Proletario*, and a militant leader of workers in the strikes at Lawrence and Paterson, and Mr. Samuel Gompers, president of the American Federation of Labor will present different answers to these questions.

December 5, 1913.....Mr. Arturo M. Giovannitti  
 December 12, 1913.....Mr. Samuel Gompers  
 December 19, 1913, Summary and Discussion..Professor Jenks

**3. Inspection Tours.** Another form that this desire for contact with actual conditions takes is to take students on inspection tours. This is evidently followed in a course in the University of Minnesota.

12b. **Economic Conditions in American Cities, Mr. Lescoghier.** Three credits (3 hours per week); second semester. Open to juniors, seniors, and graduate students who have completed Course 12a. The causes of economic dependence in American cities, the standard of living, and the constructive agencies for economic betterment. Lectures, assigned readings, and visits of inspection in the Twin Cities.

**4. Investigation of Conditions.** The course on labor problems preliminary to the course on "Economic Conditions in American Cities" is a little higher form of the desire to give students actual contact

with conditions. It requires "investigation of local conditions." A course in New York University is described as follows:

111. Economic Readjustment. A study of several problems, social as well as economic, growing out of the necessity for continual readjustment to changing economic conditions. Special study will be made of the forces determining the standard of living, the efficiency of labor, eugenics, the control of monopoly and the survival of competition. The seminar method of individual research will be followed, New York City being regarded as an economic laboratory. 2 hours. Tuesday, 4-6. Professor Powell.

Another way of securing the contact with actual government and actual conditions is to have a student begin his study of a subject in course and have him supplement it later. This is the method of Professor Barrows' course at the University of California.

206. The Government of Mexico, Professor Barrows. Investigation of federal, state and municipal government, and of social and political conditions in the Mexican Republic. A knowledge of Spanish is prerequisite. Students who present doctor's theses in this field should expect to complete this study in Mexico. Hours and credit to be arranged.

For that particular field that requirement is desirable, but it is only prospective doctors of philosophy who would avail themselves of the opportunity. A more practicable method of doing this with reference to local conditions is the requirement that a study of these conditions be made during the summer vacation, as required at the University of Chicago, College of Commerce and Administration.

A further step in connection with individual courses is to give it over in whole or in part to an investigation of actual conditions. In the catalogue of the University of California there is announced a course in municipal administration.

208. Municipal Administration, Associate Professor Reed. Investigation of actual problems of municipal administration. Hours and credit to be arranged.

In some cases this work is done in coöperation with outside agencies doing work in the field. Such a course is given at the University of Minnesota.

32. Seminar in Labor Problems. Six credits (3 hours per week); both semesters. Open to seniors and graduate students who have com-

pleted courses 12a or 13 and 12b. No credit is given unless both semesters are completed.

Original investigation and research, conducted in coöperation with the various agencies interested in promoting investigation of labor problems, afford training for practical work in the field of the labor problem.

In the University of Wisconsin specific arrangements are made as in course 142b.

142b. Research in Public Utilities. In coöperation with the Wisconsin railroad commission. Provision is made for the personal study of special "utility" and transportation problems. Each student shall prepare an essay which may be journalistic in character or may meet the requirements of a senior thesis. For seniors and graduates. Throughout the year; hours to be arranged; two credits. Mr. Hess. Mr. Gruhl.

**5. Actually doing the Thing.** The final step is from investigating the thing to actually doing it. The only field where this is done at the present time, so far as the committee could discover, is that of legislative drafting. Here actual measures are drawn. Course 33 at the University of Nebraska is such a course.

33. Practical Legislation: Nebraska Problems—Introductory study of Nebraska's historical development, social, political, constitutional. Present problems in Nebraska law-making and administration. Subject-matter and methods of legislation. Drafting and criticism of legislative bills and information briefs in coöperation with Nebraska Legislative Reference Department. Practice work at state house during legislative session, January to April of odd numbered years. 2 hours attendance. 2 hours credit. First semester. Given in 1914-15. Credited in the College of Law.

#### **D. Work in Absentia in the Universities**

**Traveling Fellowships.** Universities have long since recognized, through the instrumentality of traveling fellowships, the advisability or rather the desirability of sending men to places where they can study definite problems at close range.

The importance of traveling fellowships is evidently recognized by recent givers to universities. Columbia has just received a fund of \$200,000 for traveling fellowships. Harvard has been given much more. Harvard is a striking example of the recognition of traveling fellowships. The scope of its fellowship system will be briefly described. There is a special fund called "The Frederick Sheldon Fund

for Traveling Fellowships," which is described below. The Edwin William Hooper, the Charles Eliot Norton, the Rogers, the Parker and the John Thornton Kirkland fellowships (described below) are always assigned as traveling appointments. A number of the other fellowships may be so assigned.

1. The Frederick Sheldon Fund for Traveling Fellowships. The University received in 1909 the sum of \$346,458.70 from the residuary bequest of Mrs. Amey Richmond Sheldon, and in 1910 the further sum of \$8,750 from the same bequest, to establish, in memory of Mrs. Sheldon's husband, a member of the Class of 1842, the Frederick Sheldon Fund, "the income thereof to be applied in the discretion of and under rules to be prescribed by the President and Fellows . . . to the further education of students of promise and standing in the University by providing them with facilities for further education by travel after graduation or by establishing traveling scholarships." The income of this fund is at present about fifteen thousand dollars.

By a vote of the President and Fellows, a committee of seven persons has been appointed to administer the Frederick Sheldon Fund for traveling scholarships. The income is not to be assigned in scholarships of fixed amounts, but "on recommendation to the Committee from the various Departments and Schools to be assigned as the Committee shall deem most expedient for purposes of investigation or study either in this country—outside Harvard University—or abroad."

2. The Rogers Fellowships. These fellowships rest on a foundation of \$20,000, given to the University in 1869 by Henry Bromfield Rogers of Boston, of the Class of 1822, "for the encouragement and attainment of a higher, broader, and more thorough scholarship than is required or expected of undergraduates, in all sound literature and learning, except science strictly so called."

These fellowships are open only to graduates of Harvard College, and may permit the incumbents to reside abroad for the purpose of study.

Two fellowships are now established on this foundation, each having an annual income of \$750.

3. The Parker Fellowships. Three fellowships of the annual value of \$750 each are supported by the income of a bequest of \$50,000, made to the University by John Parker, Jr. of Boston, and received in 1873, for "the instruction, education, and maintenance of one or more individuals, as they may successively arise, of eminent natural talents or genius for some one or more of the sciences taught in said College, and who shall have given satisfactory evidence of a rare talent or special adaptation of mind to one or more of said sciences."

4. The Charles Eliot Norton Fellowship in Greek Studies. In 1902, James Loeb, of the Class of 1888, gave securities valued at \$14,100 for the permanent establishment of this fellowship, which he had maintained during the year 1901-02, "in grateful recognition of the long and great



friendship which Professor Norton has shown him since his boyhood, and in order to record in a fitting manner the eminent services which Professor Norton has rendered the cause of Archæology, and his beneficent prominence in the Archæological Institute of America and the American School of Classical Studies at Athens." In 1908 Mr. Loeb gave additional securities valued at \$5000. The annual income is now \$800.

5. The John Thornton Kirkland Fellowship. In 1873 George Bancroft, of the Class of 1817, completed the endowment, about \$11,000, of a fellowship in memory of John Thornton Kirkland, of the Class of 1789, President of Harvard University from 1810 to 1828.

The Elka Naumberg fellowship in music, the Robert Treat Paine fellowship of social science for the study of the ethical problems of society, and the efforts of legislation, governmental administration and private philanthropy to ameliorate the lot of the masses of mankind, the Francis Parkman fellowship, the Francis Walker fellowship in ethics and metaphysics (preferably), Henry Lee memorial fellowship in political economy, the Ozias Goodwin fellowship for the study of constitutional or international law, the Henry Bromfield Rogers fellowship in ethics in its relations to jurisprudence or to sociology, the Bayard Cutting fellowship and the Woodbury Lowery fellowship in history—all may be made in any case as traveling fellowships.

Dean Haskins in his annual report urges the extension of the principle to professors for research. Upon exactly the same basis the committees on practical training urge that professors be given opportunity to come into daily intimate contact with governmental administration. Dean Haskins' plea follows:

The productive work of professors, both in residence and on leave, would be greatly forwarded by the establishment of a fund for the assistance of research on the part of the faculty. The Frederick Sheldon fund, together with the various endowed fellowships, makes satisfactory provision for our advanced students, as far as their investigations take them away from Cambridge; and a similar fund, or series of funds, could be of even more value in the case of the more experienced investigators who are permanently connected with the university. In many instances professors have been compelled to postpone or abandon important researches for lack of such opportunities for work at a distance as many of our students already possess. The Woodbury Lowery fellowship, founded by the Duchess of Arcos, and held for the past two years by Professor Channing for the study of the Spanish sources of American history, is an admirable example of what can be done by a special endowment of this sort, and so also, in a different way, is the

Walter Channing Cabot fellowship, now held by Professor Royce. It is also important to remember that leisure, or at least relief from numbing and time-consuming routine, is even more important than special collections or apparatus, and that American universities have generally been more generous in providing the material facilities for advanced work than in giving their professors the time to avail themselves of these facilities.

Perhaps a more radical recognition of the principle of work *in absentia*—the principle underlying practical training for public service—is informally recognized in many universities. The question came definitely before the graduate faculty of the University of Wisconsin back in 1912. Individual cases had come before the executive committee as early as January 1910. Through the courtesy of Dean Comstock of the graduate school we are permitted to quote the record:

Meeting of graduate faculty March 25, 1912—4.30 p.m. Thirty-seven present, the Director presiding.

The amount of time credit that would be allowed for work done in social settlements, government bureaus, geological surveys, agricultural experiment stations, research work in colleges, etc., toward advanced degrees, particularly the doctor's degree was up for discussion.

This question was discussed by President Van Hise, Dean Birge, and Professor Kremers. It seemed to be the opinion of the faculty that credit should be allowed for such work when done under the most favorable circumstances and with good results. No definite recommendation was passed. The executive committee was considered as empowered to pass on individual cases on their merits.

The executive committee had had the question raised as far back as January 13, 1910. Some instances from the official minutes of the executive committee are quoted below, through the courtesy of Dean Comstock:

Meeting on January 13, 1910.

Kirk, Charles T. Asks permission to come up for the doctor's degree in June 1910. He will at that time have had two years of graduate work in the University of Wisconsin and one year in the University of Oklahoma. In view of his record of field work as a member of the United States Geological Survey and of the Oklahoma Geological Survey, it was upon motion ordered that his residence requirements be satisfied in June 1910.

Meeting on April 12, 1913.

Keitt, G. W. Candidate for the Ph.D. degree—was granted permission to do field work for the balance of this year and to receive full

credit for the same upon presentation of satisfactory evidence of accomplishment.

Meeting on May 2, 1913.

Pulling, H. E., was allowed to undertake work at the Desert Botanical Laboratory at Tucson, Arizona, as part of his candidacy, the credit to be allowed for this work to be determined later.

Byars, L. P. Received permission to pursue research work during the coming summer with the United States Department of Agriculture.

Meeting on May, 23, 1913.

McMillan, R. G. Wishes to pursue work during the summer *in absentia* and under the direction of Mr. Keitt for graduate credit. Permission granted, but determination of the amount of credit to be given reserved for a later time.

### E. Serving Universities and Government

The election of Woodrow Wilson as President, the appointment of Prof. Paul Reinsch of Wisconsin as minister to China, of Prof. John Basset Moore of Columbia as counsel to the department of state of the United States, of Prof. L. S. Rowe as member of the joint land commission for the Panama Canal Zone, of professors all over the country on state commissions, the selection of Prof. Frank Goodnow of Columbia as legal adviser to the government of the Chinese Republic, of Prof. Henry C. Adams as expert adviser to the minister of communication of China in the establishment of an accounting system for the Chinese railways—all these indicated that the study of the interrelations of university and public would be a fruitful subject of inquiry. We were confirmed in our first impression by the number of field laboratories, surveys and similar governmental agencies established at universities, and administered by university professors. For example, in connection with the University of North Dakota, there is established the state public health laboratories.

The Public Health Laboratory was established at the University of North Dakota by an act of the tenth legislative assembly. The laboratory is conducted in connection with the School of Medicine of the university, under the direction of the professor of bacteriology and pathology.

The purpose of the laboratory "is to make bacteriological examinations of bodily secretions and excretions, waters and foods; to make preparations and examinations of pathological tissues submitted by the state superintendent of public health, by any county superintendent of public health, or by any regularly licensed physician of North Dakota." These examinations are made free of charge for physicians practicing medicine in the State of North Dakota.

It is recognized that the efficiency of this work depends very largely upon the promptness with which reports from the laboratory are received by the attending physician. The university has, therefore, established branch laboratories at Minot and at Bismark, thus bringing these laboratories close to the people of the State in order that they may get the best possible service from them. These branch laboratories are entirely under the control of the university, and under the direction of the professor of bacteriology and pathology. The cities in which they are located, however, pay about one-half the necessary running expenses, in return for which the bacteriologist in charge of the branch laboratory serves the city in the capacity of dairy and milk inspector, and makes frequent bacteriological analyses of the city's water supply.

The committee thought it would begin with an investigation of the personal interrelations of the universities and public service. Information was sought by questionnaires and by personal information, and a tentative list was included in the first draft of this report. But information began to pile up, until it was clearly impossible to include such lists in the final draft of the report. The committee found itself in a position exactly similar to that in which President Butler found himself. In his annual report as president of Columbia University, he discusses the public service of a university in a paragraph well worth quoting:

Still another measure of a university's usefulness to the modern state is to be found in the service which its members render to the public through their association with governmental or voluntary activities of various kinds. It is by such association that the university's scholars bring their training, their knowledge, and their experience to bear upon these practical problems which are of present interest to the public. Among all the universities of the world, the American universities are probably unique in respect to the amount and variety of the public service rendered by their members. Of the American universities Columbia is second to none in the number, scope and importance of undertakings of a public or semi-public character in which its teachers and investigators are engaged. It is but to paraphrase a familiar saying of Plato to point to the fact that only when the rulers and guardians of the state are trained and reasonable men, and when trained and reasonable men are made rulers and guardians of the State, will there be any prospect of mending present ills and of multiplying present benefits.

With a view to its publication in the present annual report, an attempt has been made to prepare a detailed list of the public and semi-public undertakings in which members of Columbia University are now engaged. The result was astonishing, and it would be quite impos-

sible to print, within the limits of a single annual report, the data that has been accumulated. Arrangements will be made for the publication of this material elsewhere, and when published it will certainly be a revelation, not alone to the public, but to the university itself.

Obviously, if the committee is to include the whole country, a separate supplementary report will be necessary. Perhaps it will be necessary to change the scope and detail of our inquiry, but that is for later decision. Enough has been quoted in this section, however, to show at the present time an extensive and helpful interrelation of the university and the public service.

## F. Special Features

**1. Bureau of Business Research. Harvard's Graduate School of Business Administration.** The bureau of business research is, from the standpoint of practical training, a most significant forward step.

Of the various research bureaus established in connection with universities, the bureau of business research is singled out for special treatment because of its recognition of the importance of field work. The following account is taken largely from the account of the bureau by its director (Sheldon O. Martin) in the December number of the *American Economic Review*.

The bureau of business research of the graduate school of business administration of Harvard University was established at the initiative of A. W. Shaw of Chicago to gather, classify and describe facts about business.

The bureau of business research is not a laboratory although in its work it has a laboratory point of view. It seeks to get data in quantity from the records of many actual businesses. It seeks to reduce those data to a common basis of comparison, to classify them and to group them so as to bring out, if existent, conclusions of more than individual application and then to search for underlying principles.

In short, it aims to be one of the agencies for furnishing an organized body of knowledge about business for the Harvard graduate school of business administration, and indeed for other schools of business and for business in general.

The methods of work especially interested the committee. Its first investigation was of the shoe industry. Why this was selected is not interesting here.

In the summer of 1911, field agents visited shoe retailers in Ohio

and Wisconsin, as typical American areas, and soon learned that practically no two retailers kept their accounts in the same way. Consequently the school of business administration in conference with the trade prepared a uniform accounting system for shoe retailers. It has been received kindly by various trade associations both national and local, by trade papers, and by the shoe retailers individually. In the summer and fall of 1912 more agents of the bureau were out in the east, on the Pacific coast, and in the central west, explaining and introducing the system, and securing figures direct from the books of shoe dealers. In the summer of 1913, more extensive field work than ever was carried on. Field agents visited shoe retailers in the States of Massachusetts, Connecticut, New York, New Jersey, Pennsylvania, Ohio, Indiana, Michigan, Illinois, Wisconsin, Iowa, Missouri, and California. In September, the number of retail shoe stores adopting the bureau's uniform accounting system or coöperating to the degree of furnishing specific figures from their own businesses was over 600.

Mr. Martin very significantly remarks in conclusion:

In conducting the work of the bureau, the field agent is absolutely essential. Although an extensive mail propaganda has been carried on, statistics prepared after two years' and one month's work showed that over four-fifths of the adopters and data had been secured by agents, as opposed to mail; and the quality of their information is so far superior that the mail information is used for corroborative purposes only. So far, these agents have been chosen from the school's staff and from second-year students. These are graduate students with training in economics, accounting, and business organization. The plan affords an opportunity to students of the school to gain experience during the summer months. As the students for this work are carefully selected, because of the quality of their own work, and other considerations, it has already become a mark of distinction, and a corresponding stimulus to be chosen as a field agent of the bureau. Even if it becomes necessary to establish a permanent nucleus of more mature field agents, there will always be an opportunity for supplementary work by these selected student agents. Such appointments might be somewhat fancifully called business interne-ships.

**2. Public Service Division, College of Commerce and Administration, University of Chicago.** The college of commerce and administration of the University of Chicago definitely arranged its courses with reference to specific occupations. The work of the college is grouped into three divisions: (1) Trade and industry division to meet the needs of persons intending to take up business pursuits or to

enter the consular service. Preparation for commercial teaching is included in this division; (2) the charitable and philanthropic division to meet the needs of persons intending to take up settlement work, social research, the work of charitable, child, welfare and similar agencies, and (3) the public service division.

With reference to all three fields the Catalogue says,

The academic spirit (using this expression in the objectionable sense) is guarded against by introducing a considerable amount of contact with actual conditions, and at least one vacation period is to be spent in actual service.

The work of the public service division is best described in the words of the Catalogue:

The courses in this division are arranged with reference to the needs of those who wish to train themselves for positions in the governmental agencies which have to do with the investigation, regulation, or control of the various economic and social activities of the day. For convenience in arranging the curriculum, social work in industry, although not necessarily of a public character, is included under this division. The following are some of the specific vocations prepared for by the curricula in the Public Service Division: factory inspectors; staff members in Bureaus of Labor, in tax commissions, in public utility commissions, in census bureaus; investigators for special inquiries under federal, state, municipal, or private authority; welfare workers and employment experts in industrial establishments; statisticians; workers in municipal efficiency bureaus, etc.

For most of the positions in this field, at least one year of graduate work is essential.

**3. Training Public Health Officers.** Of the various fields of political science, practical training is perhaps most adequately provided for in the educational field at the present time. This is certainly true with reference to teachers. And at the present time there is practically a national recognition of, and a national attempt to provide, adequate training for the administrators and supervisors of public education.

*Sanitary engineering.* Public health is being separated, too, as a distinct field and serious attempts are being made to provide experts in the field of public health administration. The first recognition came in the organization of the field of sanitary engineering. The Catalogue of Union College says:

The executive development of sanitary biology during recent years and the establishment on a firm, scientific basis of the germ-theory

of disease have laid a secure foundation for the important specialty of sanitary engineering. Already the practical application of the principles in many lines of public utility, as well as in medicine and surgery, has resulted in a very marked decrease in the annual death rate. The most fruitful line of application of this recent and useful knowledge lies in the intelligent design, construction and operation of municipal public works and of systems of water supply, sewerage, and drainage, heating and ventilation of private residences, schools, hotels, hospitals, and other public institutions and buildings.

*School for Health officers, Harvard University and Massachusetts Institute of Technology.* But there has developed a need for a wider preparation than the work in sanitary engineering has ordinarily required. This need has been answered in such an institution as the school for health officers conducted by Harvard University and the Massachusetts Institute of Technology where the "courses of study cover a wide range, including medical, biological, hygienic and engineering sciences together with practical health administration."

The school aims to prepare young men to occupy administrative and executive positions, such as health officers, or members of boards of health, or secretaries, agents or inspectors of health organizations. The ordinary methods of academic study will be pursued, supplemented by practical training. Though in the description of courses there is very little mention of field study, there is recognition of the opportunities. The Catalogue says:

The opportunities for the practical study of the arts of public sanitation offered to students of the school for health officers are exceptional. The city of Boston is an important port of entry for foreign and domestic shipping and for immigration, with thirty or more municipalities in its immediate vicinity, while the State of Massachusetts is a community which has long been recognized as standing in the forefront of American commonwealths in all aspects of the practice of public health. To the advantage of location are furthermore added all the resources of Harvard University and the Massachusetts Institute of Technology.

The courses in this school are grouped under nine headings which follow:

- I. Preventive medicine
- II. Personal hygiene
- III. Public health administration
- IV. Sanitary biology and sanitary chemistry
- V. Special pathology
- VI. Communicable diseases



- VII. Sanitary engineering
- VIII. Demography
- IX. Medical and other sciences

*The Degree of Dr.P.H., University of Wisconsin.* Not so significant a step but noteworthy is the establishment of the degree of Doctor of Public Health (Dr.P.H.) at the University of Wisconsin. The general requirements for the degree are similar to those for the Ph.D. Candidacy for the degree is open to holders of the degree of M.D. from recognized medical schools. Candidates for the degree must spend at least two years, subsequent to their graduation from medical school, in the study of sciences relating to hygiene and public health.

**4. Training for the Consular and Diplomatic Service.** Following upon the reorganization of the consular service by an act approved April 5, 1906, President Roosevelt by executive orders of June 27, 1906, extended to the consular service civil service principles as embodied in section 1753 of the revised statutes of the United States, and the civil service act of January 16, 1883. These orders were slightly amended by later executive orders. By executive order of November 26, 1909, President Taft extended the application of civil service principles to the selection of many of the officers of the diplomatic service.

In response to these orders of the Presidents, there has been provided in many institutions training for the consular, and to a less degree, for the diplomatic service. To take a few instances, the University of Illinois practically prescribes a four year undergraduate course for the consular service.

It is a rule at the University of Chicago that "those expecting to enter the consular service will be required to take at least one year of graduate work before the college will certify them to the President of the United States." An efficiency test in two modern languages is required. As is general in the school of commerce and administration at the University of Chicago, there are prerequisite courses, basic courses, and group courses. There is no general prescribed course. What each student takes is determined by his previous preparation and his goal. Owing to the fortunate provision of definite sequence of courses at the university there is little opportunity for free election.

*The Yale-Columbia Courses in Preparation for Foreign Service.* The most elaborate effort, however, to give training for the foreign

service is the Yale-Columbia courses in preparation for the foreign service. It is designed to "prepare students for work in foreign countries either in the service of the United States government, in business enterprises, or as missionaries or scientific investigators." The course of study is intended primarily for graduate students, but properly qualified undergraduates will be admitted. Two years undergraduate work at Yale or Columbia or equivalent training is required of entering students. The completion of the course for service in the consular or diplomatic service requires normally three years, and for other fields of foreign service two years. Students finishing the course are given appropriate certificates signed by the Presidents of Yale and Columbia Universities. At the present time there is provided work in the divisions of language, geography, ethnography, history, religion, economics, and law. The course is intended especially for service in China, Japan, the Levant, and Central and South America.

In connection with the work in either of the institutions named or in others there seems to be a provision for practical training for this work. It seems practicable to the committee that a student preparing for the consular service could make reports for some American community similar to the reports that consuls are making for foreign communities. In state universities this would be an excellent opportunity to make a study of the State. The studies of the home State in various state universities, Nebraska and Iowa, for example might be conducted in this way.

*The Legislative Reference and Public Service Library Course, Wisconsin Free Library Commission.* The requirements of the committee on practical training that its research work shall be under the stress of a practical demand rather than of the future possible contingency is well illustrated in the research work required of students in the legislative reference and public service library course conducted by the Wisconsin free library commission. It is described in the Wisconsin Library Bulletin for October 1913, as follows:

As was anticipated, several departments of the state government have made application to the commission, asking that students be delegated to do special investigational work for them. The Wisconsin industrial commission has asked (1) for a study of the minimum wage in reference to housing standards and also from the particular viewpoint of the regulation of woman and child labor; and (2) for an investigation of the regulation of humidity in factories and workshops and its relation to the efficiency of the worker.

The state board of public affairs has asked (1) for a careful study of certain specific coöperative industries actually operating in Wisconsin; (2) for a study of coöperative credit, both in relation to short time loans and more permanent land mortgages; (3) for an investigation of the whole subject of a central board of control for all state educational institutions.

The secretary of the governors' conference has asked for an analytical compilation of the existing statutes regulating trusts and monopolies bringing up to date earlier compilations and organizing later material.

The state board of public affairs has asked for a similar compilation of statutes relative to mortgage taxation.

It is to be noted in this connection that these pieces of work must be done under conditions which are practical rather than scholastic, since the results are for actual use by the state departments and must conform to certain administrative standards, must be accomplished within a given time, and must be such as to meet the approval of the board asking that the work be done.

The legislative reference library has on file also a request for an analysis of regulations and methods applied in the detention of accused prisoners, with particular reference to their protection against loss.

Research work will also be done during the year on the following subjects: The pay of state legislators, municipal home rule, bibliography of material in accessible libraries relative to the white slave question (for the use of the special committee created by the last legislature for investigation of the subject), the investigation of certain phases of mothers' pensions and the care of dependent children at home (in connection with a special investigation by the State Board of Control), the efficiency of state departments, a study of state printing in regard to the elements of time, cost and quality; investigation of the actual interest rates on different kinds of loans; comparative data as to boards of efficiency and economy in other States.

It is evident that there will be no lack of practical problems on which the students of this special course may spend their time and gain expert knowledge both as to method and subject. All of the work is carefully supervised through weekly reports as to the time spent and the subject matter covered.

The things we are especially interested in are (1) the nature of the subjects, and (2) the conditions under which they are assigned.

**5. Schools of Philanthropy Affiliated with Universities.** There is one of the social sciences in which field training is recognized as an essential part, viz., the department of social economy. Frequently this is managed largely by an outside institution. The New York School of Philanthropy is affiliated with Columbia University and its director is the professor of social economy at the University. Its courses, with certain restrictions, are open to graduate students of

Columbia University and may be credited as a minor subject for candidates for higher degrees. The St. Louis School of Social Economy is affiliated with Washington University. Credits earned in the School of Economy will be accepted by Washington University toward a baccalaureate or an advanced degree according to the character of the course. The acceptance by any other institution of credits earned in the School of Economy is a matter for decision in each case.

The Chicago School of Civics and Philanthropy is not affiliated with any university but has an advisory council of professors from eight of the state universities of the middle west and the President of the University of Minnesota. Field work is fundamental in this school. Its description of its field work is selected for quotation:

Training for social work cannot be given merely by lectures or the study of books or even by observation; one can learn how to do only by doing under expert supervision. This practice work is as important a part of the curriculum as the lecture courses and as high a standard must be maintained for regular and intelligent work.

It is becoming constantly more evident that social work should no more be undertaken without preliminary training in the field than medical practice without clinical experience. This practice work is as important a part of the curriculum as the lecture courses, and as high a standard for regular and intelligent work must be maintained.

Students are required to give fifteen hours a week to field work throughout the regular school year. Assignments are made at the beginning of each term and weekly reports of the work of each student are sent to the registrar of the school by the superintendent of the office to which the student is assigned. The aim is to make this practical work a genuine social apprenticeship, and all superintendents under whom students work are in reality members of the teaching staff of the school. For the purpose of training no form of social work is so fundamental as the family work of the United Charities, in part because the method of technique of treatment have been so thoroughly worked out, and in part because it provides so many points of contact with a large variety of cooperating organizations that students are given as early as possible in the school year an actual knowledge of the entire social field. All students who are candidates for the certificate of the school are required for the first three months to spend three hours a day, five days of the week, in one of the district offices of the United Charities. At the end of that time students are given a choice of work; those who prefer go into one of the child-caring agencies, the Legal Aid Society, the Vocational Supervision Department of the Board of Education, the Immigrants' Protective League, the probation department of the juvenile court, the social service department of one of the large city hospitals, the Infant Welfare Society, or some other specialized social or civic agency, as apprentices.

### III. THE PROBLEMS OF PRACTICAL TRAINING

The movement for practical training for public service is a phase of the general movement for vocational education. The problems to be faced are those which confront the promoters of vocational education. The universities have met the problems as they relate to professional education in medicine, teaching and in other lines. They are definitely preparing to do so for public service. The establishment of courses for training men for the consular and diplomatic service is evidence of this, as is the training of men to be municipal and state health officers. The problems to be faced are at least five in number: to wit,

1. For what kinds of positions shall universities train men for public service and what kind of ability is demanded?
2. What college or university students are best fitted for these various fields of public service, and how can we get them to enter it?
3. What educational prerequisite should be required before specific training should be undertaken?
4. How in the training of men can we give them the requisite practical contact to supplement their theoretical training?
5. How can this practical training be so supervised that it will be educative, and secure to the individual the skill which is intended?

There are, then, five problems: (1) the problem of vocational demands; (2) the problem of vocational guidance; (3) the problem of educational foundations; (4) the problem of the relation of theory and practice; (5) the problem of adequate supervision.

#### A. The Problem of Vocational Demands

Fundamental to any system of professional education is a study of the nature of the service to be rendered by the professions. What are the votaries of the profession to do? Those who have had charge of the industrial education movement in its inception, plunged in *medias res*, and attempted to build up an educational system without reference to the social and vocational demands which the product of that system is to meet. More recently, this has been corrected by the preparation of plans for educational and occupational surveys preparatory to the organization of vocational education.

The committee on practical training, profiting by the experience of the promoters of industrial education, recognize clearly that its first and its fundamental problem is a study of the vocational demands of public service. To make such a study of the public service is not within the means of the committee. Fortunately the committee

can avail itself of investigations already made. Before going into the details of this subject a few introductory comments are necessary.

Public service as here interpreted is not civil service. Civil service as ordinarily defined deals, to a large extent, with the inferior positions in the public service. Fortunately, it is acquiring a wider sphere. Its influence is gradually extending to all offices, including administrative officers immediately below the elected officials. The Chicago Civil Service Commission is probably leading the way to better things.

What kind of service does the modern city need? Probably the best way to get an answer to this question is to make a careful analysis of the various kinds of service rendered by a modern city as shown in a segregated functionalized budget. Another way to get it is to wait for the results of the various studies of standardization of salaries now being made in various cities throughout the country. The study already made by the Chicago civil service commission and the classification resulting therefrom will serve the immediate purpose of the committee.

The Chicago civil service commission has classified the public service of Chicago. To illustrate the nature of this work we shall quote brief descriptions of each class, and of the highest or the two highest grades in each class except in the police, fire and operating engineering service. We quote, too, in full the classification in Class I. The following descriptions are taken from the complete classification in the *Eighteenth Annual Report, Civil Service Commission, City of Chicago—Year 1912*, pp. 41–58.

#### *Classification of the Civil Service of Chicago*

Class A. Medical service. Positions the duties of which require training and ability in the medical profession or some branch thereof.

Grade V. Positions the duties of which are administrative, requiring special qualifications and recognized expert knowledge, and involving responsibility for the work of a principal branch of a department. \*Director of laboratory, bureau chief of vital statistics, bureau chief hospitals.<sup>4</sup> Salary, \$2040 and above.

Grade VI. Positions the duties of which are executive and administrative, involving responsibility for the work of the entire department, under the direction of the head of such department. \*Assistant commissioner of health. Salary, \$4020 and above.

Class B. Engineering service. Position the duties of which require training and ability in civil, mechanical, electrical or chemical engineering, architecture or related technical work.

<sup>4</sup> Typical positions in the various grades are indicated by an asterisk.

Grade IV. Positions the duties of which are administrative, requiring special qualifications and recognized expert knowledge, and involving responsibility for the work of a minor department, under the head thereof, or entire responsibility for a division or minor bureau. \*Deputy commissioner of buildings, engineer of surveys, superintendent of construction. Salary, \$3000 and above.

Grade V. Positions the duties of which are executive and administrative, involving entire responsibility for an important department or bureau, either independently or directly under the head or heads of such department or bureau. \*Superintendent of streets, assistant chief subway engineer, architect (board of education), city engineer. Salary, \$4020 and above.

Class C. Clerical service. Positions of persons rendering clerical service or services in connection with general office work or management which does not require knowledge of any of the specialties included in other classes.

Grade VII. Positions the duties of which are administrative, requiring special qualifications and involving responsibility for the clerical work of an entire department, under the direction of the head thereof, or for the work of a division or minor bureau of such department. \*Chief auditor, assistant business manager, chief water assessor, Salary, \$3000 and above.

Grade VIII. Positions the duties of which are executive and administrative, involving responsibility for an entire department, either independently or directly under the head or heads of such department, or for an entire bureau. \*Assistant city treasurer, deputy city collector, superintendent of special assessments, secretary (board of education). Salary \$4020 and above.

Class D. Police service. Positions in the uniformed or detective forces of the department of police.

Class E. Operating engineering service. Positions the duties of which require training and ability in the operation or maintenance of equipment for the production of heat, light or power, or in work relating thereto.

Class F. Fire service. Positions in the uniformed service of the fire department.

Class G. Library service. Positions connected with the administration of public libraries, and requiring training and ability in library methods.

Grade V. Positions the duties of which are administrative, requiring special qualifications and recognized expert knowledge, and involving responsibility for the work of an entire bureau or division. \*City statistician, division chief, school statistician. Salary from \$1500 to \$2400.

Grade VI. Positions the duties of which are executive and administrative, involving responsibility for the work of an entire department, under the head or heads of such department, and requiring the highest

order of expert knowledge in technical library methods. \*Librarian, assistant librarian. Salary \$3000 and above.

Class H. Inspection service. Positions the duties of which relate to inspection (whether of work, materials or conditions) which do not require knowledge of any of the specialties included in other classes.

Grade IV. Positions of principal assistant to the head of a department or principal branch thereof, the duties of which are supervisory, involving accountability for the entire department or branch, under the direction of the head of such department or branch. \*Assistant bureau chief of food inspection, chief gas tester. Salary, from \$1740 to \$2100.

Grade V. Positions the duties of which are administrative, involving responsibility for the work of an entire bureau or division, and requiring the highest order of expert knowledge. \*Bureau chief of food inspection, bureau chief of sanitary inspection, chief electrical inspector. Salary, \$2400 and above.

Class I. Supervising service. Positions the duties of which are chiefly supervisory, involving accountability for the maintenance of public property, for the work of public employes, or for the custody of public charges, but not requiring knowledge in any of the specialties included in other classes.

Grade I. Positions the duties of which include the care of public property or public charges, involving a fixed responsibility, but not necessarily the exercise of independent judgment. \*Assistant playground director, assistant superintendent (municipal lodging house), life saver. Salary from \$720 to \$1080.

Grade II. Positions the duties of which are supervisory, involving accountability for the work of persons in Grade I positions, or for the care or custody of public property or public charges, and requiring the exercise of independent judgment. \*Parole investigator, playground director, gas street lighting supervisor. Salary from \$720 to \$1800.

Grade III. Positions the duties of which involve accountability for public employes in a specialized division of work or in a given territorial district, or for the care and custody of public buildings. \*Superintendent of parks, city forester, superintendent of garbage disposal. Salary from \$1800 to \$2460.

Grade IV. Positions the duties of which are administrative, requiring special qualifications and involving responsibility for the work of an important bureau or division under the head thereof, or entire responsibility for a minor bureau or division. \*Manager of properties, assistant superintendent of sewers, examiner of efficiency. Salary \$2520 and above.

Grade V. Positions the duties of which are executive and administrative, involving responsibility for an entire department, either independently or directly under the head or heads of such department, or for an important bureau. \*Examiner in charge of efficiency division, superintendent of compulsory education. Salary, \$3600 and above.



**Class K. Skilled labor service.** Positions requiring knowledge of a trade, craft or useful art, or requiring special manual or mechanical skill, or involving the supervision of skilled or unskilled laborers, and not included in other classes.

**Class L. Labor service.** Positions of persons rendering labor service, specialized or general, where a choice by competition is impracticable. Grades or ranks shall not be provided or recognized in this service.

The range of opportunity for public service is indicated in the foregoing paragraphs. It indicates, too, the range of opportunity for practical training in municipal government for post-graduate students in political science. If the committee on practical training were the administrative board of a professional school for public service, it would limit itself to certain phases of the work above outlined, provide for definite academic work and for its correlation with practical work. The problem before the committee at the present time is, however, different. It is to provide the opportunity for personal experience for students who have had the theoretic training in politics and economics. It is to acquaint students with the administration of actual government rather than the organization of formal government. Of those going into other lines of endeavor it will make good citizens. To those who are to be public officials, it offers the opportunity to be efficient. To those who return to teach government, it gives the vivifying touch.

Similar classification and statement of the opportunity for public service should be made for state and nation. For the national public service the first step has already been made in the pages of the two volumes submitted with President Taft's message of January 17, 1912 on economy and efficiency, containing a "summary outline of the organization of the government of the United States as it existed July 1, 1911."

## **B. The Problem of Vocational Guidance**

If the first problem of practical training for public service is a knowledge of the various demands of public service, the second problem is finding the men who are suited for the work and who will profit by the course of training. To the student this is the problem of choosing a vocation, to the institution this is the problem of vocational guidance. Knowing the kinds of ability and the personal qualifications which the various forms of public service demand is

naturally precedent and fundamental to any system of vocational guidance.

This is admirably brought out in a personal letter from F. H. Hankins, of the department of economics and sociology of Clark University:

It seems to me that in connection with a study of "the extent of the opportunities and facilities for practical training," there should go an inquiry into the requirements for filling satisfactorily the different varieties of governmental positions. It will be recognized at once that government service calls for persons gifted in many different ways. One means therefore of raising the tone of governmental service in this country and giving to it the efficiency which goes with expertness will be to secure the right men for the right positions. I should think, therefore, a study somewhat after the manner of studies in vocational psychology would be an important part of your program. Indeed one of the necessary preliminaries in providing increased facilities for training would be a more accurate knowledge of the kind of ability and the kind of expert knowledge which different public offices require.

It is the plan of the committee as soon as the material is available for any phase of public service that it be made known to the departments of the universities who could help, to the directors of the college vocation bureaus and to professors who advise students.

The knowledge of the demands of the public service in ability and in personality must, necessarily, be the basis of its award of its fellowship system when established. Further comment is reserved until later.

### C. The Problem of Educational Foundations

Our next problem, to follow our analogy with industrial education, may be called the problem of pre-vocational training. From the standpoint of practical training for public service it resolves itself into a question of educational foundations. Of the persons to be practically trained in public service, we ought to know in a general way what their cultural foundation is. Assuming complete mastery of the fundamental instruments of culture, and of social intelligence, we ought to know specifically about their knowledge of sciences and arts that would serve as a basis for practical training for public service. We ought to know how much and how deeply they know the field of the social sciences, of its interrelations and of its bearings on government.

Obviously, the committee cannot actually test at present at least, the actual acquirement in knowledge, in skill, in appreciation of the students in our university. However, it can study, or use the results of the study of other committees of what the universities are offering in the fields concerned. The committee awaits with eager interest the results of the studies of this question by other committees of this and other associations.

It wishes to call attention to a vigorous challenge in a report of a committee of three appointed at the 1909 Conference on the Teaching of Economics. The report says:

Unmistakably there exists today a widespread dissatisfaction with the way in which the subject is presented, a dissatisfaction which is even stronger among the teachers than among the taught. In part this is due to the fact that we do not yet know what to teach, do not yet know what the facts and principles really are. For this no remedy save that of productive scholarship can suffice. In part, however, the current dissatisfaction is due to other causes. In a time when old social values are being discredited, or at least seriously questioned, it is inevitable that the drift should be away (often too far away) from what seems dogmatic and doctrinaire and toward that which promises to make students problem-solvers with independent habits of thought. More than ever before, instructors are experimenting with inductive methods of various kinds from the use of newspapers as collateral readings to the preparation of case readings and collections of problems. More and more it is felt that students must above all go out with a method rather than with formulae which may fit but ill the rapidly changing phenomena they must face. In this movement there are dangers. Properly guided, however, to the goal of making students problem-solvers and not mere problem-staters this movement has much of hope both for the science and for the teaching of the science.

It continues:

In this new educational movement another step must be taken—that of educating college authorities to the real nature of work in the social sciences. We are asked to interpret the life around us, asked to interpret it out of books which are antiquated before their ink is dry. We must demand greater opportunity to study our phenomena at first hand. No laboratory can be “bought” for the social scientist, but we can change our attitude toward his needs. Why should it be unheard of for social scientists to have leave of absence on full pay to do laboratory work? Why should it be unreasonable for him to have as ample allowance for his laboratory as does the physical scientist? Research professorships are good as far as they go, but every social scientist should have some opportunity to study society at first hand and he should not

be expected to do this out of his meager salary. The precise method which should be used is not in question here. That would probably vary according to circumstances, but laboratory work of some kind is the right of every scientist, and if the colleges are really seeking to serve society it is their duty to face the question of ways and means. Scientific diagnosis of present social ills is not less pressing than scientific classification of paleolithic fossils.

Prof. Leon C. Marshall, who was a member of the foregoing committee, says in another connection in criticism of the course of study in economics:

The teaching of economics can show but small achievements in the development of sequential work, if sequences be understood to mean clear, orderly, coherent progression in arrangement of studies.

In our colleges the practice is almost without variation. First comes an elementary course in "principles," commonly offered in the Sophomore year, and then, by a blunderbuss arrangement the shot is scattered all over the economic universe. Any "advanced" course may be taken in any order; the sequence of courses has but two steps, a first and a last. This situation is aggravated by the fact that the courses in economics do not serve as beginning, middle, or end of any sequence of work in the general field of social science. Usually the nearest approach to sequential arrangement is a half-hearted scheme of recommended prerequisite to economics courses, these recommended prerequisites being commonly courses in history or geography. These courses, obviously good in themselves, are seldom taught with any particular reference to their being utilized in the work in economics.

The situation is shockingly little better in our universities. What has been said of the colleges can also be said of university undergraduate work. The organization of the graduate work is equally haphazard.

Chicago is resolutely and intelligently attacking the problem. The result of Chicago's experience will be watched with keen interest by the committee. It will be glad to be one of the agencies to pass along the results of the experiments at Chicago.

Harvard is dealing heroically with its problem, and the committee on practical training commends to the universities of the country its example. The departments of economics had invited the division of education to make an investigation of its educational efficiency. The division of education has apparently the widest scope for its inquiry. It will probably cover all the subjects mentioned at the beginning of this division, and much more. It is hoped that Harvard will give the benefit of its experience to the university world in due season—the productive as well as its unproductive inquiries.

The school of engineering offers at the present time a remarkable case of self-scrutiny. It has been studying for several years the questions of the relation of theory and practice. It has definitely revised its pedagogical procedure. Let Dean Schneider tell the story.

No pedagogical changes of major account were made during the first two years of the course. The old four-year course was taken and it was computed that under the coöperative system six years would be required to complete the work. It soon became evident, however, that the long summer vacation was not needed for coöperative students, since the alternation of physical and mental work prevented mental fatigue. It was decided, therefore, in 1910, to operate the Engineering College eleven months per year and reduce the length of the course to five years. Two years of operation under this new plan has shown satisfactory results.

After the first two years a revision of the various curricula was undertaken. The so-called practical technical courses, that is, those courses which are merely descriptions of technical things and of technical processes, were eliminated first. It was found that the coöperative student obtained the information which these courses sought to convey, in his shop work. The usual amount of science was retained and liberal art courses such as history were added. A further revision undertaken in 1912 has added advanced work in physics and mathematics in the final year of the course. This was made possible by an analysis of the curricula which disclosed the fact that certain courses overlapped, hence, certain subject matter was unnecessarily repeated. All of this extra work has been made possible by the elimination of practical and duplicated material from the curricula, and also by the established fact that the coöperative student can carry 20 per cent more work during his school week than the regular student. In order to further increase the scholastic efficiency, a rule was adopted last spring by which a student may be conditioned and "failed" in a subject which he has passed on the records, but of which he shows a poor working knowledge in some later course. This rule has been rigorously applied since its adoption and there is a marked change in the attitude of students toward their work. It will be evident that the "passing" of the subject means very little if the student has failed to get a thorough grasp of the subject matter. The term examination has been eliminated and instead weekly quizzes adopted, the questions of which may be upon any previous part of the subject or upon any subject prerequisite to the course being taught.

As a result of these pedagogical changes, practically all the weak students are eliminated in the Freshman year, and the losses in the subsequent years are because of non-academic conditions over which the students and the college have no control.

### D. The Problem of Theory and Practice

It is a part of the best current educational theory that even for intellectual comprehension and appreciation, conception should run along with experience, and theory should be supplemented or rather complemented by practice. If this is advisable for intellectual apprehension and appreciation, it is indispensable in vocational preparation.

The problem immediately before the committee, is therefore, to discover facilities for giving graduate students in political science and economics, opportunities for training by doing under adequate supervision things that need to be done or should be done by government anywhere in the country. How this work is to be carried on is discussed in detail in the next section.

The result of this arrangement is that the theory of the political science department would be tested by the actual problems of government; governmental problems would be illuminated by the insight of the research and the investigation of the university. Thus theory and practice would be reinforcing each other at every point.

The practical work may be given by a part-time arrangement daily. This is the method of the working fellows of the University of Wisconsin. This work is described in the University Catalogue, 1911-12, page 572, as follows:

A tentative agreement has been made between the university and certain departments of the state government whereby a limited number of graduate students may be appointed to positions known as working fellowships and bearing an annual salary of \$600. Appointment to these positions is made substantially in the same manner as to university fellowships and the incumbent is expected to devote one-half of his time to graduate study within the university and one-half to the service of the state, viz.: the tax commission, the railroad commission, and the department of insurance. It is expected that the service rendered to these departments will be, in part at least, of the nature of investigation furnishing a valuable supplement to academic work in the university department of political economy.

Or it may be given by alternating theory and practice, for short periods at a time, as is done at the University of Cincinnati. The August 1913 number of the University of Cincinnati *Record* contains a study of "The Condition and History of the University in 1912." It contains a brief history by Dean Schneider of the experience of the University with alternation of shop work and school work, which is here quoted:

Prior to starting the course various periods of alternation of school and shop work were discussed. In a paper written in 1902, the Dean proposed various schemes of alternation from a daily alternation to a semi-annual alternation, but came finally to the weekly alternation as the best unit for beginning the experiment. The weekly plan proved satisfactory. But when work was begun with the railroad three years ago, a two weeks' alternation was decided upon for the railroad students because of the distances they had to travel. At the same time the alternation by two weeks in certain industrial concerns for purposes of comparison was tried. Different sets of students were tried on the one week and on the two weeks basis, and their opinions on the relative merits of the two were obtained. It developed that the alternation by two weeks permitted a student to obtain better types of work in the shops; the students preferred two weeks of continuous school work to one week of school work; there was no more difficulty in getting into the swing of shop work or of university work after two weeks' absence from either than after one week's absence. There was a certain awkwardness to the teacher in having some of the students on a one week basis and some on the two weeks' basis, but there was no increase in the cost of instruction. Since it was obvious that the two weeks' system was just as easy of operation and maintained the necessary close contact of the student with both school and shop, and since the plan offered a number of positive advantages, it was decided on October 12th, 1912, to make two weeks the standard alternation period. It might be argued that alternation by months might be better still, but the consensus of opinion of students, employers, and faculty, so far, is that the two weeks' system gives the natural and most efficient period of alternation. This conclusion has been reached by consideration of the fatigue element in shop work and in study, of the production element both in university and shops, and of the necessities of shop organization as they effect the character of work given to a student, and also of the time element necessary for completing certain laboratory experiments especially in the latter years of the course.

Or, finally, it may be given after a close study of theory accompanied, as far as possible, by contact with the conditions, and then followed for a prolonged period, say a year, of actual work or administration or investigation in intimate daily contact with the work.

Of these three methods the third has commended itself to the committee as the most practical method of securing the practical training desired because

1. The agencies which could give this work desire continuous full-time work.
2. Students will very often have to go to places other than the city or town in which the university is located.
3. It is capable of effective administration on a national scale.

4. The requirements of university life make it more feasible. This is especially true of candidates for a doctor's degree. It is exceptional in an American university for a bachelor of arts to secure his doctoral degree in less than three years of residence. Under the proposed plan it would be the best possible arrangement to have students take their practical training during their second year of post graduate work.

### E. The Problem of Adequate Supervision

The real test of the work of the committees comes in connection with the problem of adequate supervision of the students who are being practically trained. This is the universal advice received. After consultation with many persons over the country, the committees worked out the following system consisting of three parts: (1) a system of inspection to discover adequate facilities for practical training for public service; (2) the continuance of the inspection service as a supervisory body, and (3) a system of card records to serve as a further instrument of supervision. And, of course, there is always the work accomplished as a conclusive test.

The committee was required, in accordance with the resolution creating it, "to examine and make a list of places where laboratory work for graduate students in political science can be done." Some system of examination and inspection had to be devised, and the following as suggested above was adopted:

1. Collect by means of questionnaires and other correspondence as much material as possible.

2. Check up this information by actual inspection and secure additional information through a member of the committee on practical training or its secretary.

3. Independent inspection by a professor of political science for the American Political Science Association committee.

4. Independent inspection by a professor of economics for the American Economic Association committee. The information collected in "1" is given to the professors mentioned in "3" and "4" before their inspection.

5. Original statement together with three reports considered by committee on practical training and final report prepared containing "bill of particulars regarding (name of institution) as to its opportunities for training men for public service."

This "bill of particulars" will be submitted to the universities of the country, and the acceptance by the university will be merely a general approval of the agency. Whether an individual student will receive



credit or not for his work toward graduate degrees will depend upon the character and quality of the work he does. To guarantee this, a similar system of inspection of the work of the agency, which resulted in its approval, will be continuously operative. Moreover, the student will have the supervision of the head of the approved agency, and will have to meet the practical demands of its work. The practical tests in room 217 of the State Capitol will probably be more searching than the class-room tests in room 217 of the university.

One further means of supervision of a student's work is by means of current reports of time spent, work done, and impressions of supervisory officers of the student's work. A suggested series of reports given below. This consist of

### 1. Registration Form.

*Form No. 1.*

#### REGISTRATION FORM

Name..... Present salary.....  
 Address.....  
 Date and place of birth.....  
 Married.....; No. of children.....; Height.....feet; weight.....  
 Education (give length of time, years, degrees, diplomas, etc.).....  
 .....  
 Scholarships or fellowships, or other honors.....  
 .....  
 Present position (in detail).....  
 Previous experience (kinds of service, salary, etc.).....  
 References as to (a) character; (b) ability and knowledge of work.....  
 .....

*Back of Form No. 1*

Any physical obstacles, however slight, to health or endurance which might, under strain, become aggravated, such as defects of hearing, eye trouble, etc.  
 .....

Field of public service in which field training is desired.....  
 What is your choice of place to be assigned? Why?.....  
 Any published or typewritten reports of work done.....  
 Any other pertinent facts or statements (e.g., subject of a doctor's dissertation)  
 .....  
 Dated.....Received.....  
 Action.....

NOTE: This application must be sent to the Executive Secretary of the Committee,  
 P. O. Box 380, Madison, Wisconsin.

**2. An assignment form.** This contains the directions as to work performed. It is written and specific, so that should later questions arise they would be means of determining exactly what was called for.

*Form No. 2.*

### ASSIGNMENT NO. —

To.....

Assignment (with suggestions).....

To work in conjunction with.....

Under the supervision of, and all reports made to.....

Date of Assignment.....Date of completion.....Number of hours.....

.....  
Chief, Legislative Reference Library.

**3. Weekly time sheet.** This consists, on the obverse side, of the total amount of time spent daily, distributed according to the various kinds of work done. The reverse side contains the details as to time and place, and the like.

*Form No. 2A.*

### COMMITTEE ON PRACTICAL TRAINING LEGISLATIVE REFERENCE LIBRARY

Weekly Time Report of.....for week ending.....

ASSIGNMENT	SUN.	MON.	TUES.	WED.	THUR.	FRI.	SAT.	TOTAL HOURS
Total.....								

Dated.....Signed.....



*Form No. 3.*

## SUMMARY OF WORK BY ASSIGNMENTS

Name.....Assignment No.....

Title of Assignment (condensed) .....

Please give information asked for below in paragraphs numbered to correspond with the question. All answers should be typewritten.

1. How much time did it take?.....hours. Distributed over how many days?.....days.
2. What conferences were held with public officials,—how called, who was present, what was done?
3. What individual conferences were held with directors or members of staff of accredited organization?
4. What reading did you do in connection with assignment?
5. What lectures were given in connection with assignments?
6. Was a round table, seminar, etc., conducted on subject of assignment?
7. What was the practical result of your work?

7. **A report on personality.** In public service this is second only to efficiency, and largely conditions efficiency. The necessity for the impressions or facts called for are obvious.

*Form No. 4.*

## REPORT ON PERSONALITY

Name.....Assignment No.....

This report is intended to inform the committee on practical training and the university authorities from which the student comes as to your impressions of this student's strength or weakness. Details are desired rather than a mere rating of qualities. The following categories are suggested for your consideration. (It is not expected that you will attempt to report under each):

1. Health, vitality, temperament.....
2. Initiative, progress, promise.....
3. Sincerity, genuineness.....
4. Judgment, poise.....
5. Methods of work.....
6. Causes of failure, prospects.....
7. Expression, especially in English.....
8. Social qualities.....
9. Executive ability.....

Date.....Signature.....

## IV. THE INSPECTION SERVICE

The committee on practical training desired very much to test its inspection service on one type of institution. Bureaus of municipal research were selected, primarily because they were relatively few in

number and were located in such places that professors could be secured to make the inspection.

Because of the fundamental importance of the inspection service, it was thought worth while to explain fully just how it was administered. The steps may be listed here along with illustrative material.

**1. A questionnaire was sent to each bureau of municipal research.**

1. When was your organization formed? What conditions led up to your organization?

2. What are the purposes of your organization?

3. What has been done since organization? Will you please send us copies of any published reports?

4. What is your present program?

5. How is your organization financed? What is the extent of your permanent endowment?

6. Would you please send us a copy of your itemized budget for the present year?

7. How is the work of your men supervised?

8. Is there any attempt on your part specifically to supplement the actual work of the men by lectures, conferences, seminars, or other educational devices?

9. Who are the directors or supervisors of your organization? What has been their education and experience?

10. What is the education and experience of the principal members of your present staff?

11. Would you be willing to accept graduate students in political science, economics, sociology, public law or administration for service in your bureau on condition that you should make certain reports which we should prescribe?

12. Would you please send us copies of forms now used in your organization upon which your men report their work?

13. What relations, if any, have you to other organizations?

14. Who are your board of trustees? Would you please supply us with addresses?

15. We shall appreciate any information or material on any phase of your work not covered in the preceding questions.

**2. A reply was received in each instance.** The reply of the New York bureau of municipal research is given by way of illustration

Questions are answered in the order in which they appear on the questionnaire of the American Political Science Association.

1. The New York Bureau of Municipal Research was founded in January, 1906, under the name of the Bureau of City Betterment. In April, 1907, it was incorporated under the name of Bureau of Municip-

pal Research. Public discussion and contributions had made it evident at election time that the majority of citizens wanted efficiency, economy and honesty in public affairs, and it was to give this interest a way of expressing itself between election times that the Bureau of Municipal Research was founded.

2. The purposes of the Bureau of Municipal Research as stated in its articles of incorporation are: (a) to promote efficient and economical government; (b) to promote the adoption of scientific methods of accounting and reporting the details of municipal business, with a view to facilitating the work of public officials; (c) to secure constructive publicity in matters pertaining to municipal problems; (d) to collect; (e) to classify; (f) to analyze; (g) to correlate; (h) to interpret; (i) to publish facts as to the administration of municipal government.

3. *Six Years of Municipal Research for New York City* gives the bureau's record for 1906-11:

The bureau has been doing similar constructive work since that time and has extended its activities to practically every municipal function. It has also made studies and done constructive work in American and foreign cities. The Training School for Public Service—briefly mentioned in the above report—is no longer in the experimental stage. During its first two years 839 persons applied of whom 77 were accepted for training.

A list of the Bureau's publications is attached.

4. To adhere to purposes and methods as outlined in *Six Years of Municipal Research*, see pages 4, 8 and 9.

5. By contributions from public-spirited citizens. The bureau has no permanent endowment.

6. Not available until January 1, 1914.

7. Bureau staff work is supervised by three directors. Work of training school men by the same three directors, by a field supervisor and by the members of the bureau staff or city officials with whom the man happens to be working.

8. Yes, for the bureau staff by conference and discussions—for training school men by lectures, practical instruction, conferences, discussions, seminars and consultation with the directors and senior staff members (see answer to question number 15).

9. William H. Allen, Henry Bruère, Frederick Cleveland (see *Who's Who*).

10. The majority are college graduates, with business and professional experience. Among the professions represented are medicine, law, education, engineering and accounting. Most of the staff members have travelled extensively and have had wide experience in constructive municipal work.

11. We are accepting them at present in the Training School for Public Service. Our willingness would be unlimited within any probable frequency and nature of reports requested (see answer to question number 15).

12. We enclose a copy of the time sheet and expense report used by the Training School men. In addition, numerous reports are made for which no printed form is supplied.

13. We coöperate with all organizations interested in bettering the public service. We also assist organizations upon request. Beyond this we are not affiliated with any organization.

14. Board of Trustees: R. Fulton Cutting, Chairman; Frank L. Polk, Treasurer; Joseph W. Harriman, George B. Perkins, Bradley Martin, Victor Morawetz, John B. Pine, Edwin R. A. Seligman, Albert Shaw, Frank Tucker (all can be reached at 261 Broadway).

15. We send under separate covers copies of the *Annual Report of the Training School for Public Service* for 1911 and 1912. The training school used three principal methods: (a) field work, (b) symposia, (c) study of the literature of efficiency.

*Field work.* The needs of the city of New York in the various departments and the needs of the other communities with which the Bureau of Municipal Research has come in touch, form at once the motive, the textbook and the laboratory for the Training School for Public Service.

*Symposia.* Carefully outlined symposia are being conducted, meetings are held on Thursday evening and Saturday morning. The Thursday evening symposia cover the following topics: (1) accounting with special reference to municipal accounting in its relation to budget making, appropriation accounting, current financing, revenue and expenses vs. receipts and payments; (2) methods of organizing and testing for efficiency in city departments; (3) methods of publicity.

Parallel with this series of symposia run field assignments which tend or aim to clinch what has been learned in the symposia discussions. The Saturday morning series of symposia take the entire morning and cover the following topics: (a) the history of municipal research and its various activities; (b) bureau of municipal publications; (c) demonstrations of mechanical office devices and equipment, such as tabulating machines, adding machines, computing machines, filing index devices, etc.; (d) practical work in bookkeeping and accounting; (e) report writing, publicity work; (f) different forms of governmental organization, commission government, city manager plan, etc.; (g) current bureau activities in and out of New York City, by men engaged on particular pieces of work.

*Study of the Literature of Efficiency.* Every man in the Training School for Public Service is supposed to familiarize himself with the literature of efficiency: (a) by general reading; (b) by special reading in connection with some special program or field study.

A bibliography of efficiency and municipal literature is in preparation for the use of training school men.

A great deal of such literature is to be found in the bureau library. The magnificent library resources of New York City are at the call of training school men.

### 3. A request for permission to inspect the bureau was sent.

MR. WILLIAM H. ALLEN,

*Director, Bureau of Municipal Research, New York City.*

*Dear Mr. Allen:*—The committee on practical training desires to secure the facts regarding opportunities for public service, especially in bureaus of municipal research.

We thank you for the information transmitted to us in answer to our questionnaire of last June. May we ask your further coöperation?

The committee would like very much to visit your institution through one of its members or its secretary and, in addition, to have a professor of economics and a professor of political science from a neighboring university make an independent inspection, in accordance with the resolution quoted at the top of this paper. Would you extend to us that privilege?

We shall be pleased to hear from you affirmatively in the near future.

Very sincerely yours,

EDWARD A. FITZPATRICK.

*Secretary.*

### 4. In every case an affirmative reply was received.

BUREAU OF MUNICIPAL RESEARCH,  
261 Broadway, New York City.  
October 27, 1913.

MR. EDWARD A. FITZPATRICK,

*Committee on Practical Training*

*Madison, Wisconsin.*

*My dear Mr. Fitzpatrick:*—We shall be very glad to have your committee visit us, as proposed by you, or in any other way. The more inspections, and the more independent the inspections the better we shall be satisfied. If we have advance notice, we shall do our utmost to coöperate; the only difference between advance notice and no notice would be that some of those most familiar with the origin of the work might be out on field duty. But it really makes little difference, because current assignments will tell the story.

I wish it might have been possible for some representative to visit us during the budget work, when perhaps more easily than at any other time the products lie at the very surface.

Two striking illustrations of the productiveness of *training through service* are furnished by two men whom we found it necessary to let go, after having them on stipends for some time. One of them prepared a fact brief and law brief which were used by the attorney general of the state in a successful suit to recover the ocean beaches for public uses without price. Among the other's assignments was a survey of Hoboken health work, including the preparation of a model sanitary code and an administrative code to supplement it.

Sincerely yours,

(Signed) W. H. ALLEN,

*Director.*



**5a. Professors of political science and of economics were requested to make the inspection.**

PROF. ALBERT BUSHNELL HART,

*Harvard University, Cambridge, Massachusetts.*

*My dear Professor Hart:* In accordance with the first part of the resolution creating the Committee, it will visit, or cause to be visited, the New York Bureau of Municipal Research to discover what facilities there are for training men for public service under adequate supervision in contact with actual problems of government.

Dr. McCarthy suggests that you would be willing to make the official inspection of the New York Bureau of Municipal Research for the Committee. We trust it will be possible for you to do so. Any expenses incurred by your inspection will be cheerfully refunded.

We are inclosing herewith statement of such steps as have been taken and of such information as we have received: to wit

1. Statement of inspection service plan.
2. Our letter requesting coöperation.
3. Answer to our letter.
4. Our questionnaire.
5. Answer to our questionnaire.
6. Some suggestions as to investigation of bureaus of municipal research.

We should like very much to include in our preliminary report to the association at the forthcoming meeting, the results of your inspection. We should appreciate, therefore, very much having your material reach us by December 15th.

We should be pleased to receive any suggestions or comments on the plans for the inspection service.

Your hearty coöperation is very much appreciated.

Very sincerely yours,

EDWARD A. FITZPATRICK,

*Secretary.*

The list for each institution is given:

New York bureau of municipal research: Albert Bushnell Hart (Harvard), Charles A. Beard (Columbia), Henry Rogers Seager (Columbia), Jeremiah Jenks (New York University).

Philadelphia bureau of municipal research: William F. Willoughby (Princeton), Clyde L. King (Pennsylvania), Emory Johnson (Pennsylvania).

Chicago bureau of public efficiency: Benjamin F. Shambaugh (Iowa), O. E. Klingaman (Iowa), Leon C. Marshall (Chicago), William F. Dodd (Illinois).

Cincinnati bureau of municipal research: Raymond G. Gettell (Trinity College), Augustus R. Hatton (Western Reserve), John A. Lapp (Indianapolis State Library).

Dayton bureau of municipal research: Raymond G. Gettell (Trinity College), Augustus R. Hatton (Western Reserve), S. Gale Lowrie (Cincinnati).

Baltimore bureau of municipal research: William F. Willoughby (Princeton), John R. Commons (Wisconsin), Westel W. Willoughby (Johns Hopkins).

**5b Accompanying this request was a booklet containing all the material listed here.**

**6. Bureau of municipal research is notified simultaneously of professor who will visit.**

DR. WILLIAM H. ALLEN,

*Director, Bureau of Municipal Research, 261 Broadway, New York City.*

*Dear Doctor Allen:*—We are exceedingly pleased to have your coöperation. We note especially that you will be glad to welcome representatives of the Committee to your institution and aid them in their inspection. In accordance with the plan outlined herewith, we are asking, in the same mail that carries this letter to you, Professors Albert Bushnell Hart and Charles A. Beard of Columbia, Professor Henry Rogers Seager of Columbia and Professor Jeremiah W. Jenks of New York University to visit the New York Bureau of Municipal Research.

We shall be pleased to have you submit to the foregoing named men any printed material that you have submitted to the Committee, especially any statement of purposes or plans. We shall welcome at any time any supplementary material of any kind—printed or otherwise. We should be pleased to have you place us on your regular mailing list.

We are confident that the interrelations established by the inspection service will be mutually helpful. Let us repeat that we appreciate very much your spirit of hearty coöperation.

Very sincerely yours,

EDWARD A. FITZPATRICK,

*Secretary.*

## **7. Suggestions to men making inspections.**

The success of the committee's plan depends in the last analysis upon the completeness and searching character of the inspection service. To see the institution during working hours is necessary. It is essential that original records be examined and that the actual work be inspected—in short, that the inspector get a *first hand* impression of everything. The inspectors should follow any line of inquiry that they think will secure the desired results. Conferences are, from the standpoint of the committee, either preliminary or supplementary; *personal investigation* is of fundamental importance.

The committees will be pleased to have you express your judgment as to the advisability of placing post-graduate students in the institution you have examined. But the committee plans to submit to the universities a fact-statement of conditions, or as the outline of the inspec-

tion service has it, a "bill of particulars." Consequently the more concrete and the more specific your report, the better it will serve the purposes of the committee. We should be pleased to have specific information about all phases of the activity of the organization inspected. We are especially anxious to find out how far this activity has produced definite practical results.

A word may be permitted about publications in this connection—especially as our immediate concern is with investigative rather than administrative organizations. These frequently represent a past condition of the organization. The inspection should attempt to discover how far results have followed upon publications, that is, how far the investigations were "tied up" to administrative or other changes. Recent reports, especially, should be examined carefully to illustrate point of view and methods of work.

In governmental administrative agencies the formal assignment or orders should be followed through the whole process of carrying them into effect.

*Please report on present activities of agency in detail.*

- I. Act of incorporation
  - a. Purposes
  - b. General organization
  - c. If not incorporated, get
    1. "Purposes and plan of organization"
    2. Or similar document
- II. Chart the organization
  - a. Trustees
  - b. Bureau staff
  - c. And connections
- III. Board of trustees
  - a. Minutes of meetings
    1. Examine copy in part, if necessary
    2. Policy—determining resolutions
  - b. Nature of supervision
    1. Personal
    2. By means of report
- IV. Bureau staff
  - a. List
    1. Classify part time and full time
    2. Check by *pay rolls*
  - b. Staff meetings
    1. Regularity and number
    2. Minutes of meetings
  - c. Nature of supervision (records)
    1. By director
    2. Others
  - d. Examine time-sheets
  - e. Examine record of individual's work—assignments

- V. Last year's work
  - a. Annual report or
  - b. Statement to trustees or contributors
  - c. Publications
  - d. Statement of results
  - e. Budget for the year
  - f. Financial statement for the year
  - g. Publicity
- VI. Work finished up to date 1913
  - a. Publications
  - b. Assignments to men summarized
  - c. Publicity.
  - d. Budget for 1913
- VII. Work now under way
  - a. Time sheets of men or
  - b. Assignments to work
- VIII. Relation to other agencies
  - a. Formal agreements
  - b. Instances of coöperation
- IX. Attitude of city or county officers
  - a. Evidence
- X. Any special agreements with any universities

### 8. The nature of the reports of inspection.

Five reports have been submitted to the committee. A few facts regarding these reports may be tabulated.

#### *What did the inspectors do?*

1. Conferred with directors of organization; staff members, former staff members, and those for whom organization had been employed.
2. Conferred with city officials.
3. Examined time sheets, and other current reports of time spent and work done.
4. Examined reports of trustees.
5. Verified reports by reference to documents, and by inquiry of persons who know.
6. Examined reports not published.
7. Examined working papers.
8. Attended staff meetings.

#### *What facts did they report?*

1. Collection, sifting and preservation of material.
2. Budget.
3. Coöperation with city officials—with other organizations.
4. Activities of past year.
5. Present activities.

6. Connections with any university.
7. Relation of trustees and directors.
8. Family relation of trustees and staff.
9. Quarters of organization.
10. Special features as sending "member of staff to visit twelve leading commission cities."
11. Working libraries.
12. Reports not printed.
13. Extent and character of supervision.
14. Educational devices, e.g., seminar, luncheon conferences, tours of inspection.
15. Publicity—attitude of press.
16. Staff—contentedness—changes.
17. Academic history and experience of staff.

*What judgment did they express?*

1. Combination of academic and practical work during the same academic year (disapproved).
2. Whether the work which a student would get in the place inspected would be acceptable to them as college professors.

We are at present in an experimental stage of our inspection service. But the foregoing outline indicates clearly that the inspectors have taken up their work seriously and have done it conscientiously. It remains for the committee to systematize it more specifically.

## V. IN CONCLUSION

### A. Other Opportunities for Practical Training

The committee lists as other opportunities not yet investigated the twenty-nine legislative reference libraries, the forty and more special legislative investigating committees or commissions in the various states in the Union, the organization of investigating agencies within municipalities such as the New York commissioner of accounts, and within States such as the Wisconsin state board of public affairs.

### B. Practical Training in Operation

The plan of the committee can be put into successful operation. It has been. Professor Loeb of the University of Missouri assigned Mr. Rockwell C. Journey, the fellow in political science to the committee on practical training which in turn reassigned him to the Wisconsin legislative reference library. The nature of Mr. Journey's

work with forms used is shown in detail in the full report. One or two of his assignments may be quoted at this time.

#### ASSIGNMENT NO. A

To Rockwell C. Journey,

*Assignment (with suggestions)*

This is a general assignment.

From now until the end of the legislative session you will be expected to attend each session of the legislature and as many of the committee meetings as is possible. Please be present a little while before each session opens and watch the lobby both before, during and immediately after the close of the sessions. You will please watch legislation in which the board of public Affairs is interested, e.g., education, coöperation, northern lands, and mortgage land banks. When the legislature is not in session, observe the reference and drafting departments of the legislative reference library. After each evening session you will have abundant opportunity to get in direct touch with the legislators in the post-session conferences of Dr. McCarthy and the legislators.

*To work in conjunction with:*

Dr. McCarthy, Mr. Riley of the drafting department, Miss Lyle of the reference division, and Mr. Fitzpatrick.

*Under the supervision of, and all reports to*

Dr. McCarthy

*Date of assignment*

June 20, 1913

*Date of completion*

August 9, 1913

*No. of hours*

450

(Signed) CHARLES MCCARTHY,  
*Chief, Legislative Reference Library.*

In the succeeding assignments only the assignment proper is given.

#### ASSIGNMENT NO. 1

Will you make a study of the State Board of Public Affairs in its relation to the administration of state government in Wisconsin?

Chapter 583 of the laws of 1911 is the statute creating the Board of Public Affairs this probably would be a good starting point. This statute is to be changed by senate bill No. 426, which you will please follow in its course through the legislature. See assembly bill No. 1098 and watch that.

The Board of Public Affairs is two main divisions, an accounting division and a social-economic division. The principal work of the social-economic division has been:

1. A study of the rural schools of the State.
2. A study of principles underlying a state budget.
3. Studies in coöperation and marketing.
4. Coöperative credit.

The principal work of the accounting division has been:

1. A system of accounts for all state departments and state institutions.
2. An audit of the university, board of control and normal schools.
3. Preparation of a complete budget for the State which is the basis for all appropriation bills introduced in the legislature.

## ASSIGNMENT NO. 2

This assignment is to be a study of the administration of the library system of the State of Wisconsin under the direction and supervision of the free library commission. Together with this assignment there is handed to you a set of the Wisconsin Library bulletins and circulars of information, together with typewritten copies of the current report and statistics. In this assignment you can emphasize the commission as a method of handling these problems and contrast it with other States that do handle it by means of a commission and otherwise. Prepare this study in form of article that would be acceptable to papers such as the "World's Work."

## ASSIGNMENT NO. 3

In accordance with the letter from Professor Loeb you are hereby assigned to make a study of the results of the special fire insurance investigating committee appointed by the last legislature and the success of their bills at the present legislature. As this study is to meet a particular need of the Missouri committee the details of the study you will naturally get from consultation and correspondence with the Missouri people, but you may consult Mr. Herman Ekern, the commissioner of insurance, and Mr. L. L. Johnson, a member of the assembly, who is the floor representative in the assembly of the investigating committee. Mr. Fitzpatrick will also give you some information as to the progress of legislation.

## ASSIGNMENT NO. 4

A member of the senate will introduce the joint resolution which is handed you herewith. Will you please prepare for this senator such facts regarding the laws for the certification of teachers which would serve as a justification for the investigation. This assignment to be completed by Monday, July 14.

## ASSIGNMENT NO. 5

There will be handed you herewith the seventeenth annual report of the city service commission of Milwaukee. The Milwaukee bureau of municipal research has requested a criticism of these regulations. Will you please prepare a definite and specific criticism and commendations on the various provisions contained in the rules? You might consult with the acting secretary of the state Civil Service Commission and head of the municipal reference library of the University of Wisconsin.

## ASSIGNMENT NO. 6

The Board of Public Affairs is authorized under sub-section 5 of section 990-56 of the statutes to continue its investigation into the efficiency and economy of public bodies. Under this general authorization you are hereby assigned under Mr. Campbell of the Board of Public Affairs to make a study of the actual services being rendered by the various departments of government and to set this service over against the expenditure for the various purposes of the department.

The disbursements for the departments have been worked out for a period of ten years, 1902-12 inclusive. The fiscal statistics for the year 1913 will be compiled by the employees of the state tax commission.

The work which you will be especially assigned to has been done in a very general way. It is necessary to get more specific information and to find out more definitely what is being done. For this purpose you will have to visit departments under Mr. Campbell's direction.

#### ASSIGNMENT NO. 7

This is an assignment on agricultural organization with special reference to the marketing of agricultural products. Study closely Irish and Danish experience in this field.

Mr. Hull's direct marketing bill and the proposed market commission bill you are already familiar with from your study of and contact with the legislature. What would be the best way of fitting the new system of marketing in our State to our present legislation and to our present administration of related subjects by the dairy and food commission? Study especially standardization and branding of butter and cheese. How could a branding plan be introduced in this State now? Has the dairy and food commission authority? Is legislation needed? What legislation?

#### ASSIGNMENT NO. 8

Study the grange movement. I believe Buck has written a book on the subject which the library has ordered.

Study the operation of grange organizations in this State—particularly the American Society of Equity. Read the *Equity News*, the official organ of the Equity Society.

How could a society of equity be reorganized to cooperate with our dairy and food commission in a manner similar to the action of cooperative organizations in Europe with governmental departments? Could we import the European system? What are the Wisconsin conditions that should be especially kept in mind?

### C. Practical Training Programs for Other Organizations

#### A. Civil service reform association and civil service commission.

1. Oppose the local resident requirement for public office.
2. Increase the value of experience and practical training in examination ratings.
3. Utilize demonstrations by candidates in examination.
4. Make positions permanent only after a probationary period.
5. Favor the establishment of efficiency divisions in connection with civil service commission.
6. Limit the use of temporary appointments.
7. Accept demonstrated capacity in similar work in lieu of examinations.

#### B. Carnegie foundation for the advancement of teaching.

1. A study of fellowships with special reference to efficient methods of award.



2. A study of the whole question.
- C. General education board.
  1. A study of the whole question.
- D. Individuals or organizations offering prizes.

1. That preference be given in the selection of subjects to those which call for actual contact with an intimate knowledge of (1) actual social conditions; (2) the details of the administrative machinery underlying any particular subject, e.g., commission government.

2. That in the award of prizes greater value be given to (1) fact-statement of conditions; (2) reports of "actual government" rather than formal government; (3) the correlation of actual conditions with actual government; (4) constructive suggestions based on personal knowledge of workings.

## VI. FINANCIAL STATEMENT, AUGUST-DECEMBER, 1913

<i>Receipts</i>		<i>Expenditures</i>	
Walter Stern.....	\$500.00	Salaries.....	\$1305.93
R. Fulton Cutting.....	250.00	Traveling expenses.....	482.18
Niel Grey, Jr.....	10.00	Postage and stationery.....	25.00
James A. Patten.....	250.00	Expense, postage.....	10.00
Chas. R. Crane.....	250.00		
V. Everitt Macy.....	250.00		
Anonymous.....	500.00		
American Political Science Association.....	25.00		
<hr/>		<hr/>	
Total receipts.....	\$2035.00	Total expenditures.....	\$1823.11
Balance on hand, \$211.89			

## BUDGET, 1914

<i>Administrative expense</i>	
1. Salary, executive secretary.....	\$3000.00
2. Clerical assistance.....	800.00
3. Postage, telephone, telegrams, stationery, printing, office supplies.....	1000.00
4. Traveling expenses of secretary.....	1000.00
<hr/>	
Total.....	\$5800.00
Inspection service.....	\$2500.00
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Grand total.....	\$8300.00
Balance on hand.....	211.89
<hr/>	
Our needs.....	\$8088.11